

## PROJECT REPORT

THE PROPOSED FREEDOM OF CHOICE ALLOCATION SYSTEM  
ON THE FLATHEAD WILD AND SCENIC RIVERProfessional Development For  
Outdoor Recreation ManagementClemson University  
Clemson, South Carolina

May 1985

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Abstract: The 1984 Draft Flathead Wild and Scenic River Management Plan Supplement discusses use and use limits on the Flathead Wild and Scenic River. It states that if conditions on the river ever deteriorate to a point where a limited permit system is necessary to ration total use, all users would be treated equally. All individuals would have to compete equally for a limited number of floating permits and those individuals receiving permits would then have to decide whether to contact an outfitter or to float the river on their own. This method of allocating use is referred to as "freedom of choice".

This paper looks at the freedom of choice allocation system and how it will be implemented on the Flathead Wild and Scenic River. Advantages and disadvantages of this allocation system are discussed and problems that may be encountered by outfitting businesses are noted. Reaction to this allocation system by river users is assessed and conclusions made as to its feasibility.

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This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Shortcourse at Clemson University. The opinions expressed are those of the author and do not necessarily represent the opinions or views of the USDA Forest Service.

## I. INTRODUCTION AND PURPOSE

### Background

On October 23, 1976, Congress passed Public Law 94-486 which added 219 miles of the Flathead River system to the National Wild and Scenic Rivers of America (see map of the Flathead River in Appendix B).

Section 10(a) of the Wild and Scenic Rivers Act of October 2, 1968 stated that each component of a Wild and Scenic River System shall be administered in such a manner as to protect and enhance the values for which the river was designated into the system. It also stated that management plans for the included rivers may establish varying degrees of intensity for its protection and development, based on the special attributes of the area.

On August 8, 1980, the Flathead Wild and Scenic River Management Plan was approved by the Forest Supervisor. This comprehensive management plan provided a framework for dynamic planning that identified overall management objectives for the river. It allowed sufficient flexibility in management of the river in order to accommodate changing circumstances and improvements in techniques of river management due to more current information and experience.



The 1980 Flathead Wild and Scenic River Management Plan recognized a lack of basic information concerning use levels, resource conditions, and floater and user desires. It stated that more adequate river use data should be collected on which future management decisions concerning allocation and rationing of use could be based. To meet this need, Flathead National Forest and Glacier National Park entered into an agreement with the University of Idaho's Department of Wildland Recreation Management to conduct a fact-finding study of the Flathead River system. The university's research group chose personal contacts and questionnaires as the research methods to use on a randomly sampled group of river floaters.

University representatives spent two summers contacting over 5,000 river users on all three forks of the Flathead. The results of their studies were then tabulated, and an analysis report was written. The major objective of the project was to develop baseline data for river managers to use in updating the 1980 Flathead River Management Plan. The final report of the Flathead River Study was completed in April, 1984. The study was co-authored by William J. McLaughlin, Ph.D., Nick Sanyal, Edwin E. Krumpe, Ph.D., and Margaret W. Weesner. Several post graduate degrees will most likely result from this research.

Recommended management direction based on the results of the University of Idaho study was combined with management knowledge and public input to produce the Flathead Wild and Scenic River Management Plan Supplement which is now in draft form. A final supplement is expected to be completed and signed by early spring, 1985. The

primary emphasis of the supplement is on managing floaters on the Flathead River system.

### Concepts Used In The Draft Supplement

When the University of Idaho study was completed, it was to provide managers a research foundation on which they could make rational, equitable management decisions regarding use levels on the river. An important issue that managers were to resolve was that of rationing and allocation of recreation floating use on the river. The 1980 Plan did not fully address the issue of allocation. The outfitters were basically dissatisfied with how river allocation was being handled and more time was needed to study this issue. Allocation in the 1980 Plan was based on an arbitrary split between nonoutfitted and outfitted use and was controlled by the number of outfitted launches per week.

In dealing with allocation, the 1984 Draft Supplement did not state exact numbers of floaters that the river can handle in order to protect the resources and satisfy user concerns. Rather, it used the Recreation Opportunity Spectrum (ROS) and the Limits of Acceptable Change (LAC) concepts to develop strategies for managing floater use and to address the allocation issue.

The ROS concept emphasizes that quality in outdoor recreation can best be achieved by providing a diversity of recreation opportunities. This concept was used to inventory existing recreational components and to define a specific set of recreation opportunity objectives that

would be achieved and managed for over time. It was also used to help provide an optimal spectrum of recreation opportunities across all three forks of the Flathead Wild and Scenic River.

The LAC concept represents a framework within which decisions can be made about the kinds of biological and sociological conditions that will be permitted to occur in an area. The basic premise of this concept is that change is a natural, inevitable consequence of recreation use which involves both environmental and social changes. If some specific use level actually signals the onset of environmental deterioration and unsatisfactory recreational experiences, it could be said that an area is exceeding its carrying capacity (Stankey, McCool, and Stokes 1984; Stokes, et.al. 1984; and Stankey, et.al. 1985).

By selecting LAC indicators and setting standards, river managers are provided with a reference point so they know when the current quality of the river resource or its use either approaches, equals, or exceeds that reference point. At that time, managers can take mitigating action and, if necessary, use limits can be applied. The LAC concept also recognizes that if undesirable practices of users contribute to resource deterioration, changes in these practices should be considered before specific use limits are applied.

The shift in focus from "how much use" to "how much change" directs attention from use level as the key management concern to the environmental and social conditions desired. The link between use level and conditions is complex; moreover, the previous focus on use



level only partially explained and helped manage human-induced change. The new orientation focuses directly on managing for desired conditions rather than on how recreation use should be managed (Stankey, McCool, and Stokes 1984).

#### Purpose Of This Paper

Once use limits are established on a river, managers have to decide how this limited use will be allocated between users. Most controversies over use limitations have focused on the allocation of use among competing groups, rather than on the establishment of an upper limit on use (Utter 1977).

The Draft Flathead Wild and Scenic River Management Plan Supplement states that if resource and use conditions on a management unit of the river deteriorate to a point where a limited permit system is necessary to ration use as a last resort, all users would be treated the same. This means that all individuals would have to compete equally for the limited number of floating permits. Those individuals receiving permits would then have to decide whether to contact the services of an outfitter or to float the river on their own. This method of allocating use is referred to as "Freedom of Choice".

The intention of this paper is to look at the freedom of choice allocation system and how it will be implemented on the Flathead Wild and Scenic River. Reaction to this allocation system by river users is assessed and conclusions made as to its feasibility. Problems that



may be encountered when this allocation system is implemented will also be noted.

#### Limitations Of This Paper

This paper will not establish absolute evidence that a freedom of choice allocation system is feasible in all situations where limited use is necessary to protect environmental and social conditions. However, reasonable evidence was gathered in order to show that freedom of choice can be recommended as an alternative in allocation decisions. Also, the reaction to this allocation system on the Flathead Wild and Scenic River may not have been conclusive to all groups of river users, but the opinions expressed did cover a wide range of concerns.

## II. FREEDOM OF CHOICE ALLOCATION SYSTEM

This section discusses the freedom of choice allocation system in general. Even though this system is not being used on any river in the United States where limited permits are required (Schomaker 1984), there has been much discussion as to its controversies, advantages, and disadvantages. These discussions will be summarized and rationing techniques that can be used with the freedom of choice allocation will be covered.

### Controversies Of Freedom Of Choice Allocation

Because of the rapid increase in popularity of backcountry rivers in recent years, much attention has been given to methods of limiting or distributing use - both to protect the resource and to maintain the quality of the experience (Utter 1977). Three concepts which must be defined to better understand any system which limits use are: carrying capacity, allocation, and rationing. Carrying capacity determines the appropriate number of people for a particular kind of river experience; it involves setting a limit on use. Allocation distributes this limited number of river running opportunities among users groups; it means deciding who will get to go when demand exceeds capacity (Shelby and Danley 1980). Rationing centers on the

mechanisms through which opportunities to use the river system are distributed to users (Stankey 1977).

Another way to look at these issues is to visualize a pie representing total river use. Carrying capacity determines how large the pie will be. Allocation determines the size that each section of the pie will be for each user group and rationing is the procedure used for gaining a piece of the pie when demand for the pie is greater than the size will allow.

Allocation between outfitted and nonoutfitted users only becomes an issue when the number of people wanting to run a river exceeds carrying capacity. If a river does not have an established use limit, or if use pressures do not exceed the limit at least some of the time, then you do not yet have an allocation problem. This does not preclude permits as a way of documenting use; it just means that rationing is not yet necessary (Shelby and Danley 1980).

As the demand grows to use the same segment of the river, the nonoutfitted and outfitted users must compete with each other to share the same quality of experience. When one user group is favored over the other user group, or when one user group perceives that the other group is being favored through the ease of obtaining a permit, then conflict and controversy arise. Currently, on rivers where limited permit systems are in effect, deep criticism exists concerning the ease with which outfitted users are granted permits to use the river compared to the nonoutfitted user.

It has been shown that the availability of a permit to float with an outfitter is directly related to a person's willingness to pay for that experience. A simple phone call is all that is needed sometimes to reserve a space for a float trip down a river with an outfitter. But a nonoutfitted person who wants to float the same river usually has much greater difficulty in obtaining a permit because of having to "play the odds" in obtaining one of those permits (Mason 1981; Monroe 1984; and Leaper 1984).

For example, on the Middle Fork of the Salmon River, those members of the public floating with a commercial outfitter simply contact an outfitter and make reservations to go. The nonoutfitted floater must apply for a permit through a lottery system with the managing agency and hope that his application is drawn out. Probabilities vary with the dates being applied for on the Middle Fork. Since water levels in July are highly desirable, more apply for dates in that month. The Middle Fork Ranger District Computer Lottery Statistics in 1980 (the most recent data available) showed that the chances are about 1 in 15 that a person would draw a launch date in July. Chances become greater in June and August with the odds being about 1 in 4 (Blake 1983 and Anderson 1985).

The conflicts resulting from the present historic allocation methods being used on rivers under permit have caused formation of organizations such as the Wilderness Public Rights Fund (WPRF), whose sole objective is to combat what is believed to be an illegal and discriminatory method of allocation. This organization believes that



allocation is a public right, not something to be split between special interest groups or parceled out in percentages to those with the most political clout (Garren 1981).

Another organization strongly in favor of a freedom of choice allocation system is the National Organization for River Sports (NORS), based in Colorado Springs, Colorado. One goal of this national organization dedicated to the advancement of river running, is to make sure that all members of the public have equal access to rivers, and that they get a full range of choices when running rivers. They say that government land managing agencies only have the authority to manage the public lands, not to select the people who shall use them. They feel that guaranteeing a certain percentage of use for outfitted operations certainly constitutes selecting the users (Leaper 1981 and 1984).

Controversies are also centered around how the freedom of choice allocation system may affect the river outfitting industry. Like the nonoutfitted users, the outfitters who operate floating businesses have strong opinions about a freedom of choice allocation system. However, their opinion is that this type of an allocation system will do harm to their businesses. They maintain that if their present allocations are reduced they will be caught in a financial squeeze that could force them out of business. They feel that because they provide recreational opportunities for people who could not otherwise float a whitewater or wild river, and because they have heavily invested in equipment and skilled personnel to provide this public

service, they should be entitled to special consideration in use allocation decisions (Utter 1977).

A similar situation to the freedom of choice allocation system being proposed on the Flathead River System developed in Wyoming during the late 1960's and early 1970's (Blake 1983). This situation involved a permit system to obtain State-issued elk tags in order to hunt elk. All a nonresident had to do was contact an outfitter and tell him that he wanted a permit to hunt elk. The outfitter would then go to the Wyoming Game and Fish Department during the month of February and purchase the number of nonresident elk tags needed to book up his business for the fall hunt. This system provided the outfitters with a stable and predictable volume of business. However, there were many nonresident elk hunters who did not want to hunt with an outfitter and had to obtain elk tags on their own. These nonoutfitted hunters found that they did not have an equal chance to obtain an elk tag because virtually all of the available tags were already sold to the outfitters prior to the period when they could apply for the permits.

The State changed to a lottery sale of tags to all nonresident hunters in 1972, and the hunters who received elk tags then had to choose whether they wanted to hunt with an outfitter or hunt on their own. The Wyoming outfitters said that all their businesses would be in trouble with this type of a system, but after finding ways to market their services, they found that their businesses were not in trouble at all. Fairness and equality to all nonresident hunters was established and the outfitters survived the change in the system.

The current hunting regulations in Montana for nonresident hunters actually approaches a freedom of choice allocation system. Nonresident hunters who desire a hunting permit have to send in an application to the Montana Department of Fish, Wildlife and Parks. The limited hunting permits are issued on a first-come/first-served basis until the nonresident quota is depleted. Hunters who receive a permit then decide whether they want to hunt on their own or with an outfitter. This procedure will change somewhat this 1985 hunting season in that the outfitters will be able to obtain permits for their booked clients using power of attorney. This will allow the outfitters to do most of the work for their clients in obtaining permits, but the outfitted and nonoutfitted nonresident hunters will still have to follow the same procedures.

#### Rationing Techniques Used With Freedom of Choice

Different rationing techniques can be used with a freedom of choice allocation system. These rationing techniques are: advance registration, first-come/first-served, the general lottery, or a combination of the three (Shelby and Danley 1980).

Advance registration sets a premium on planning, so that people who reserve their place earliest are the first ones to get a permit. This emphasis on planning distinguishes advance registration from other rationing techniques. Advance registration favors users who can and do plan ahead and involve a wide range of methods of making a reservation. Users who obtain satisfactory reservations will be happy



with the system; those turned away will probably be disgruntled, but may still support the technique.

First-come/first-served places a value on time. In order to obtain a permit, users usually have to take the time to go to the location where the permits are being given out, and they may have to take the time to stand in a line. However, some permit systems allow users to write or phone for their permits on a first-come/first-served basis until all available permits have been issued.

A lottery may be defined as any device through which applicants are chosen at random, and for which the probability of being chosen is equal for all applicants. For western whitewater rivers, a lottery has been most frequently used as the method to ration private permits (McCool and Utter 1982).

#### Advantages And Disadvantages Of Freedom Of Choice

Advantages and disadvantages of a freedom of choice allocation system vary greatly, depending whether you are looking at the system from the viewpoint of a river manager, a nonoutfitted floater, an outfitted floater or an outfitter. What may be an advantage for one group may be a disadvantage to the other group.

The primary advantage of this system to river managers is that they do not have to decide what quantity of recreational use each user group will receive (McCool and Utter 1981). By having to decide whether



they want to float with an outfitter or float on their own, the river users are the ones who decide what the allocation will be. Because of this, allocation under a freedom of choice system becomes flexible with changing demand.

A disadvantage of the freedom of choice allocation system to the river manager is that administration costs may increase significantly due to the extra work load from handling both the outfitted and nonoutfitted permits and applications. The degree of this increase in costs will depend on what type of rationing technique is used along with this allocation system (Wallace 1983).

The primary advantage of a freedom of choice allocation system to the nonoutfitted user is that both outfitted and nonoutfitted groups have to go through the same process in securing access to the river. The chances of obtaining a permit are the same for each group. However, this may be a disadvantage to the outfitted user who now has to obtain a permit on his own rather than just booking a float trip with an outfitter.

A disadvantage of the system to the outfitting industry may be that it will result in fewer outfitters with less diversity and possible less experiences available. Some outfitters argue that because of the uncertainty they would face in filling trips, their costs would increase significantly (McCool and Utter 1981). However, heavy advertising by the outfitters could conceivably increase the demand for outfitted trips. Because of the flexibility of the system, the

outfitter's allocation could increase and this would be an advantage to them. The increase in the outfitter's allocation would become a disadvantage to the nonoutfitted floaters because their opportunity level to float the river could decrease.

The type of rationing techniques used with the freedom of choice allocation system helps determine whether the system is an advantage or disadvantage to the river user. It also helps determine how "user friendly" the system will be. If a lottery or advance reservation rationing technique is used, it may be a disadvantage to those who do not plan in advance, such as those who take river trips on a spur-of-the-moment notice. If a first-come/first-served rationing technique is used, it may be a disadvantage to those who value their time sufficiently enough not to stand in line (Wallace 1983).

### III. ALLOCATION DECISIONS ON THE FLATHEAD RIVER

When the Draft Flathead Wild and Scenic River Management Plan Supplement was written, decisions had to be made on the type of allocation system that would be used when necessary to distribute river use. This section discusses the process that was used in selecting freedom of choice as the allocation system for future management of the river. Other management techniques that are recommended to be used first are also discussed.

#### Selection Of Freedom Of Choice Allocation

In the study conducted by the University of Idaho, a total of 5,418 river recreationists were contacted at manned sampling sites along the Flathead Wild and Scenic River system during the two year period from 1980 to 1981. A selected sample (2,888 or 53 percent) of these recreationists were sent mail questionnaires. Of the 2,888 individuals sent mail questionnaires, a total of 1,831 responded for a response rate of 64 percent.

One question in the mailed questionnaire asked floaters, "If increased use becomes a problem on the portion of river you have floated, please tell us how you feel about each of the 12 guidelines for distributing use." The guidelines were generated by the research project's

30-member steering committee composed of private floaters, outfitters, river managers and other scientists. The 12 guidelines were:

- (1) give priority to individuals that have not floated the river before
- (2) give priority to individuals who have river running skills
- (3) provide an opportunity for business stability for outfitters
- (4) let everyone go who wants to go
- (5) should be the same for all users regardless of whether they float the river on their own or with outfitters
- (6) give all users who value the experience highly better opportunities to float
- (7) give local users better opportunities to participate
- (8) impacts to vegetation, wildlife and other resources should be considered above all else
- (9) provide for trips by advanced registration so that people would be assured of getting a trip before they left home
- (10) provide for trips on a first-come/first-served basis
- (11) allow greater access to those owning land along or near the river
- (12) avoid encouraging use by limiting Park or Forest Service advertising and promotion.

The floaters indicated whether they "approved", "disapproved", or had "no opinion" for each guideline. The survey responses indicated that approximately 85 percent of all outfitted users and 75 percent of all nonoutfitted users felt that impacts to vegetation, wildlife and other resources should be considered above all else. Users also indicated that they would be willing to accept limits on their use in order to



protect the resources. If limits had to be set, the survey responses indicated a very important point in that approximately 62 percent of all outfitted users and 77 percent of all nonoutfitted users approved of a system for distributing use where all users would be treated the same regardless of whether they float the river on their own or with an outfitter. This system was highly approved by all users across the seven river management units. Appendix C lists preferences of floaters for guidelines distributing use on each river management unit. Appendix D lists preferences of outfitted and nonoutfitted floaters for guidelines distributing use.

As a result of the survey indicating that users want to be treated the same, river managers on the Flathead decided that a freedom of choice allocation system would be implemented if it became necessary to establish a limited permit system in the future. Decisions to implement the freedom of choice allocation system would be on a case by case basis for each river management unit.

#### Implementation Of Other Management Techniques

It is important to understand that the supplement states that a limited permit and freedom of choice allocation system would only be implemented as a last resort to regulate use on the individual management units of the Flathead Wild and Scenic River where standards have been exceeded. It states that river managers would move from less regulatory management techniques to more regulatory management techniques first before implementing these very restrictive systems.

If monitoring of river indicators should reveal that conditions are beginning to slip towards unacceptable standards, nonregulatory measures would be implemented first to maintain conditions within standards. The nonregulatory measures that could be implemented are: more intensive education of all floaters through newspaper articles, ethics booklets, agency contacts at launch points, contact with outfitters and patrolling of the river; voluntary scheduling of launch times by the outfitters; and posting of outfitter launch times.

If these nonregulatory actions fail to achieve the desired results, a mandatory but unlimited permit would be required for all floaters. The permit would be used to insure agency contact with the users for the purpose of education and reducing visitor impacts. This unlimited permit system would only apply to the nonoutfitted floaters. Floaters using the services of an outfitter would not be required to obtain an unlimited permit because they would obtain their river education information from the outfitters they float with. Education and contact with the outfitters by the Forest Service would be increased to insure that the outfitters are aware of the standards being approached or exceeded.

Should this unlimited permit system fail to achieve the desired results, management techniques such as scheduling launch times, specifying launch sites, limiting launches per day, limiting use to specified days, or specifying trip length may be implemented. These limitations and schedulings would apply to both outfitted and nonoutfitted floaters.

Only as a last resort, if all other measures failed to improve the situation, would a limited permit system for rationing the use of a river management unit go into effect. All users would compete equally for the limited number of permits. Individuals chosen for a permit would then have to decide whether to contact an outfitter or to float the river on their own as a nonoutfitted user. Should this action become necessary, the Draft Plan states that outfitters would be allowed to phase into the system over a three year period.

#### IV. DETERMINING THE REACTION TO FREEDOM OF CHOICE

The Flathead River Study developed by the University of Idaho states that the majority of people questioned in their survey preferred a system for distributing use that would treat everyone the same. River users said that the key is having an equitable system for everyone, but further investigation has found that there is disagreement among users on what constitutes an equitable system.

Public reaction to the freedom of choice allocation system was gathered in two ways for this paper. The first was through personal contact of individuals who have a basic knowledge of allocation and permit systems, individuals who are interested in floating the river on their own as nonoutfitted users, and individual outfitters who operate businesses on the Flathead River System. A total of 34 different individuals were contacted. These individuals were asked whether or not they had read the Draft River Plan Supplement and if so, what was their reaction to the proposed freedom of choice allocation system. River managers and river researchers familiar with this allocation system were asked to discuss possible problems with its administration and implementation. Out of these 34 individuals who were contacted, 35 percent stated that they opposed a freedom of choice allocation system, 50 percent stated that they favored a freedom of choice allocation system and 15 percent said that this type



of system would treat everyone the same but there could be definite problems that would have to be worked out. A complete list of these individuals is found in Appendix A.

The second way that public reaction was gathered was through a review of written comments sent to Hungry Horse District Ranger, Lloyd L. Reesman, during the public comment period for the Draft Flathead Wild and Scenic River Management Plan Supplement. The public comment period ran from September 1, 1984, through January 31, 1985. During this period, approximately 1,500 individuals were sent a copy of the Draft River Plan Supplement or a Summary of the supplement and asked to send their comments to the Hungry Horse District Ranger.

Approximately 54 individual written comments were received of which only 21 made specific comments on the proposed freedom of choice allocation system. Out of these 21 comments, 10 were from outfitters and outfitter organizations and 11 were from nonoutfitted users. From these 21 comments, 57 percent opposed a freedom of choice allocation system and 43 percent supported a freedom of choice allocation system.

## V. REACTION TO FREEDOM OF CHOICE

From the personal contacts made and the written comments received for the Draft River Plan Supplement, reaction to the freedom of choice allocation system for the Flathead Wild and Scenic River was gathered. The reactions have been divided into those from nonoutfitted users, managers and researchers, and outfitters who operate businesses on the Flathead National Forest.

### Nonoutfitted User Reaction

The reaction to a freedom of choice allocation system by nonoutfitted users was very favorable. The majority of the nonoutfitted users who were interviewed and who commented on the Plan said that an allocation system which "treats all river users equally" by eliminating the split river use allocation between outfitted and nonoutfitted users was very important. The split river use allocation they refer to is where the allocation system is determined by the way permits have been issued in the past: in other words, historic use. Historic use allocation has been the basis for litigation and appeals on several western rivers.

Nonoutfitted users who voiced the strongest opinion for a freedom of choice allocation system appeared to be users who have had previous experience in trying to obtain floating permits on other rivers

currently being managed under a split allocation system. Their strong criticism against a split allocation system concerns the ease with which outfitted floaters gain access to float the river compared to the nonoutfitted floaters. Access is usually always available for a price to the outfitted floater. The nonoutfitted floater can never purchase a float permit outright, but must go through some sort of rationing system in order to obtain a permit, usually at increasing odds as float use grows.

Written comments on the Draft River Plan Supplement from Mr. Joe Monroe, President of the Wilderness Public Rights Fund and Mr. John H. Garren, President of the Northwest Chapter Wilderness Public Rights Fund, state that their organization is strongly in favor of a freedom of choice allocation system on the Flathead River if a limited permit system is required in the future. They feel that the proposed freedom of choice allocation system is the most important recommendation in the plan because it will eliminate the split river use allocation between outfitted and nonoutfitted river users.

Comments from Richard A. Kuhl, Chairman of The Flathead Chapter of the Montana Wilderness Association, said that they also support the freedom of choice allocation system as described in the Draft River Plan Supplement. However, he suggested that if this system proved unworkable from a business stability standpoint for outfitters, a modified version should be tried. This modified version could be one where outfitted and nonoutfitted floaters would be guaranteed a certain percentage of the total number of limited permits, say 25

percent each. The remaining 50 percent would then be allocated under the freedom of choice system. They feel that this type of allocation system would give the outfitters a minimum base for financial planning purposes and guarantee both nonoutfitted and outfitted floaters a certain number of floats despite their luck of the draw on the remaining 50 percent of the permits.

#### Manager And Researcher Reaction

Personal conversations with several river managers who are familiar with different types of allocation and permit systems, and researchers who have done research on the different systems, expressed mixed feelings concerning the freedom of choice allocation system. The majority of these people agreed that the freedom of choice allocation system "treats everyone the same", and that there are some real inequities with other allocation systems. However, they said that this type of system could cause problems with some outfitter businesses if the outfitters do not change their present ways of operating. Some of these changes may include increased advertising in order to attract people who have permits and closer contact with established clients who may not know that permits are required.

The managers and researchers also stated that the degree of success of a freedom of choice allocation system depends on how the system is administered by the managing agency. The use situation where the system is implemented and the type of rationing techniques used will make a difference on how all river users will accept the system.



### Outfitter Reaction

Personal conversations and written comments from the nine outfitters currently operating on the Flathead River System show that there is a strong opinion against a freedom of choice allocation system. They agree unanimously that this type of an allocation system will do harm to their floating businesses. Their most prevalent concern with this system is that it does not provide business stability due to the difficulty in predicting the number of people who will want to contact the services of an outfitter in order to float the river. They are more in favor of a historic use allocation system which they feel provides better business stability.

The outfitters agree that people who seek out the services of an outfitter to float a segment of the Flathead River have the money to pay for these services but they do not have the time or knowledge to obtain a permit on their own. They say that most of these floaters would rather pay someone to do all the work and planning for them, which would include obtaining any necessary permits required to float the river. It was stated that this attitude by outfitted floaters is prevalent throughout the Western United States (Mallot 1984). This attitude, the outfitters claim, would cut down on the number of people desiring their services because some people would not want to float the river if they had to go through the hassles of first obtaining a permit.

Some outfitters say that problems with outfitted floaters not wanting to put in for permits on their own could be eliminated by letting the outfitters apply for their guests' permits. Once the initial work has been done by the outfitter, then the person named on the application would have to take his chance along with all the other applicants in obtaining a permit.

The outfitters also agreed that they need to know in advance what services they will need to provide during the next float season in order to have businesses which are predictable. Because of the money they have invested in equipment, the time needed to line up their staff, and the amount of time needed to schedule and plan a float trip, the outfitters feel that predictability is a must in order to maintain a stable business. Because of these needs, the outfitters contend that the freedom of choice allocation system would have definite detrimental effects on their business.

A potential problem area on the Flathead Wild and Scenic River in proposing a freedom of choice allocation system is the Lower Middle Fork Management Unit. This management unit lies between Essex, Montana and the confluence of the Middle and South Forks of the Flathead River and extends for approximately 50 miles. According to the University of Idaho study, approximately 80 percent of the floaters surveyed along this segment of the river used the services of an outfitter. Also, approximately 50 percent of the floaters on this segment decided to float the river within 48 hours of their trip, and another 14 percent decided within one week of their trip. This

indicates that float trips on this segment are relatively spontaneous and extensive trip planning is not necessary due to the ease of access and the availability of outfitter services. The four outfitters who have permits to float the Lower Middle Fork have their businesses located in or very near to the town of West Glacier, Montana. Some of the spontaneity of floating this segment is due to the high number of people traveling through West Glacier while visiting Glacier National Park and stopping to float the river with one of the outfitters.

The outfitters who operate on the Lower Middle Fork all say that a freedom of choice allocation system would definitely hurt their business. They say that people who float this segment of the river and use their services would not take the time to travel to Hungry Horse to get a permit if the permits were available on a first-come/first-served basis at the Ranger Station. They also say that these people do not have the knowledge of permit systems and would probably not know enough about advanced reservation type systems to get a permit in time to float the river. The outfitters say that if the rationing system is too difficult, these people may choose not to float and would continue their trip on through Glacier Park.

The outfitters along this management unit say that a freedom of choice allocation system might work if a certain number of the limited permits could be available to the outfitted users on a daily, first-come/first-served basis at a location in West Glacier. This would allow their prospective clients a chance to obtain a permit without expending too much time and effort and the spontaneity of



running the river in this segment would not be lost. This would also help maintain some of the stability and predictability that is necessary in order to have successful floating businesses. Also, for people who plan further in advance, some of the permits could be made available ahead of time on an advance reservation system.

On the other management units of the river, the planning time frame for floating is longer. According to the University of Idaho study on the Upper Middle Fork, 26 percent of the floaters surveyed decided to take the trip more than six months in advance and another 17 percent made the decision between one and six months before the trip. On the Upper South Fork, 41 percent decided to take the trip more than six months in advance and another 57 percent made the decision between one and six months before the trip. One of the reasons for the longer planning time frame on these management units is because access is much more difficult and float trips are much longer, ranging from three to six days.

These management units lend themselves more readily to rationing systems such as advance reservation and lottery because of the advanced planning which goes into the formulation of trips. The outfitters still contend that a freedom of choice allocation system would hurt their businesses on these management units. However, through increased public awareness by both the outfitters and the Forest Service, floaters would soon learn that permits are required to float these management units of the Flathead River (Howard 1984 and Wallace 1984). The key here is to make the permits available far



enough in the future so that both the floaters and the outfitters can have plenty of time to plan their float trips.

Even though the outfitters oppose a freedom of choice allocation system, six out of the nine outfitters who operate on the Flathead River System said that they are in favor of some sort of a permit or registration system in order to get better control on the total number of people floating the river. Since outfitters already have to obtain permits and are somewhat limited in the number of service days they are allowed, this permit or registration system proposed by the outfitters would be intended for the nonoutfitted floaters only. The outfitters say that this would be a start in treating everyone equally and would help to maintain some stability and predictability to their business.

The comment concerning administration of a freedom of choice allocation system was also brought up by several outfitters. It was stated that any system which requires the outfitted public to obtain permits from the managing agency rather than approach outfitters directly would be a paperwork nightmare for that managing agency. Currently, outfitters deal directly with the outfitted public in taking their reservations and answering any questions they might have as to what services are available. The outfitters handle a significant number of people that the government agencies do not have to worry about. With limitations on the budget and manpower, some outfitters believe that the government could not efficiently handle the increased number of people seeking permits.

As an example, during the 1984 float season approximately 11,000 floaters used the services of the outfitters permitted to operate on the Flathead River System (Burren 1985). Depending on the type of rationing system used and how permits are made available in the future, these additional 11,000 floaters seeking permits and information from the Flathead National Forest may have an adverse effect on the Forest during low budget times.

## VI. CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

The freedom of choice allocation system, as proposed in the 1984 Draft Flathead Wild and Scenic River Management Plan Supplement, is very controversial in nature. The concerns of the nonoutfitted and outfitted river users are deeply divided. The nonoutfitted users, dissatisfied with the inequality of other allocation systems, feel that the freedom of choice is the only type of system that truly treats all river users the same. The professional river outfitters contend that this system will put them out of business due to its lack of stability and predictability. This leaves river managers faced with a situation which is inherently political and for which there simply is no right or wrong answer.

Decisions on how to allocate river use will always remain subjective judgements to the river manager. But, by listening to the concerns of all river users and by collecting as much data as possible on the user's needs and preferences, the decision on allocation should be a little easier to make. By adjusting the rationing techniques to the needs of both nonoutfitted and outfitted river users, the freedom of choice allocation system should become more "user friendly" and the chances of its success will be greatly increased. Adjusting the

rationing techniques to fit the situation may also save the managing agency time and money in administration of the permit and allocation system.

### Recommendations

River managers on the Flathead Wild and Scenic River should implement a freedom of choice allocation system if conditions on a river management unit ever deteriorate to the point where limited permits are required. Even though this type of allocation system is not being used on any other river in the United States at this time, evidence from examples such as big game hunting indicates that the system can be used with a reasonable probability of success for both outfitted and nonoutfitted users.

There is a need within the Western United States for such an allocation system on rivers where limited permits are required. The freedom of choice allocation system would provide a wider range in the spectrum of recreation access opportunities by giving all users equal chances of floating a Wild and Scenic River. The Flathead Wild and Scenic River would provide an ideal place to give this system a try due to the flexibility that river managers have on the different river management units. Once the system has been tried, river managers will have a better idea whether or not it can be used with success and to the satisfaction of all river users.



Rationing techniques on the seven different management units of the Flathead Wild and Scenic River should be adjusted to the needs of all river users if a limited permit system and freedom of choice allocation is ever needed. On sections, such as the Lower Middle Fork, where spontaneous use is prevalent, limited permits should be available to the users on a daily, first-come/first-served basis at a location close to the river management unit. Also, some of the permits should be made available ahead of time for other users who plan further in advance. On other management units where the planning time frame for floating is longer, permits should be handled on an advance reservation system. Applicants should know at least six months ahead of time whether or not they have received a permit. This will allow them enough time to either plan for the trip on their own if they are a nonoutfitted user, contact the services of an outfitter if they are an outfitted user, or apply for a trip down another river if they are unsuccessful in drawing a permit. This will also allow the outfitters enough time to make their plans for the coming float season.

Some management units on the Flathead Wild and Scenic River may never have to go to a limited permit system and a freedom of choice allocation due to high standards set in the Draft Supplement. River managers should monitor conditions carefully and if standards are approached due to increased river use then the less restrictive management techniques should be considered first. River standards may also have to be raised or lowered as a result of changing conditions and river user preferences.

River managers on the Flathead Wild and Scenic River must remember that the Draft Supplement states that limited permits and the freedom of choice allocation system are merely last-resort options to be used to manage use on the river. All other management techniques must be used first in order to avoid having to apply more restrictive measures in the future. With river managers and all river users working together in full cooperation, the quality of the river experience on all segments of the Flathead Wild and Scenic River should remain very high.

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## APPENDIX A

### PERSONAL INTERVIEWS

#### Individuals

Ted Anderson. River Manager. Middle Fork District, Challis National Forest.

Norm Ando. Forester. Jackson Ranger District, Bridger-Teton National Forest, Jackson, Wyoming.

Clifton G. Blake. Recreation Planner. U.S. Forest Service, Intermountain Region, Ogden, Utah.

Beth Burren. Recreation Forester. Hungry Horse Ranger District, Flathead National Forest.

Fred Flint. Resource Assistant. Hungry Horse Ranger District, Flathead National Forest.

Don Hauth. Wilderness Ranger. Schafer Meadows, Spotted Bear Ranger District, Flathead National Forest.

Gordon E. Howard. Professor. Department of Parks, Recreation and Tourism Management, Clemson University, Clemson, South Carolina.

Robert Hurd. River Manager. Glacier View Ranger District, Flathead National Forest.

Stephen J. McCool. Professor. School of Forestry, University of Montana, Missoula, Montana.

William McLaughlin. Professor. Department of Wildland Recreation Management, University of Idaho, Moscow, Idaho.

Chuck Neil. Resource Assistant. Spotted Bear Ranger District, Flathead National Forest.

Dave Owen. District Ranger. Spotted Bear Ranger District, Flathead National Forest.

Lloyd L. Reesman. District Ranger. Hungry Horse Ranger District, Flathead National Forest.

John Schomaker. Research Forester. North Central Forest Experiment Station, U.S. Forest Service, St. Paul, Minnesota.

Richard Schreyer. Associate Professor. Forestry and Outdoor Recreation, College of Natural Resources, Utah State University, Logan, Utah.

Bo Shelby. River Researcher. Oregon State University, Corvallis, Oregon.

George Stankey. Research Social Scientist. U.S. Forest Service, Intermountain Forest and Range Experiment Station, Missoula, Montana.

Jerry Stokes. Recreation Staff Officer. Flathead National Forest, Kalispell, Montana.

Joseph P. Wallace. District Ranger. Andrew Pickens Ranger District, Sumter National Forest, Wallhalla, South Carolina.

### Organizations

National Organization For River Sports. Eric Leaper, Executive Director. Colorado Springs, Colorado.

Western River Guides Association. Jerry Mallot, Executive Director. Denver, Colorado.

Wilderness Public Rights Fund. Joe Monroe, President. Orinda, California.

Wilderness Public Rights Fund, Northwest Chapter. John H. Garren, President. Portland, Oregon.

### Outfitters

Curtiss Outfitters. Ron Curtiss, Owner. Kalispell, Montana. Upper South Fork.

Flathead River Floats. George Mumalo, Owner. Kalispell, Montana. Lower Middle Fork and North Fork.

Glacier Raft Company. Ono Wieringa and Darwon Stoneman, Owners. West Glacier, Montana. Upper and Lower Middle Fork and North Fork.

Great Northern Raft Company. Reno and Dorothy Baldwin, Owners. West Glacier, Montana. Lower Middle Fork.

Park River Rafting Company. Dick Walker, Owner. Whitefish, Montana. Lower Middle Fork and North Fork.

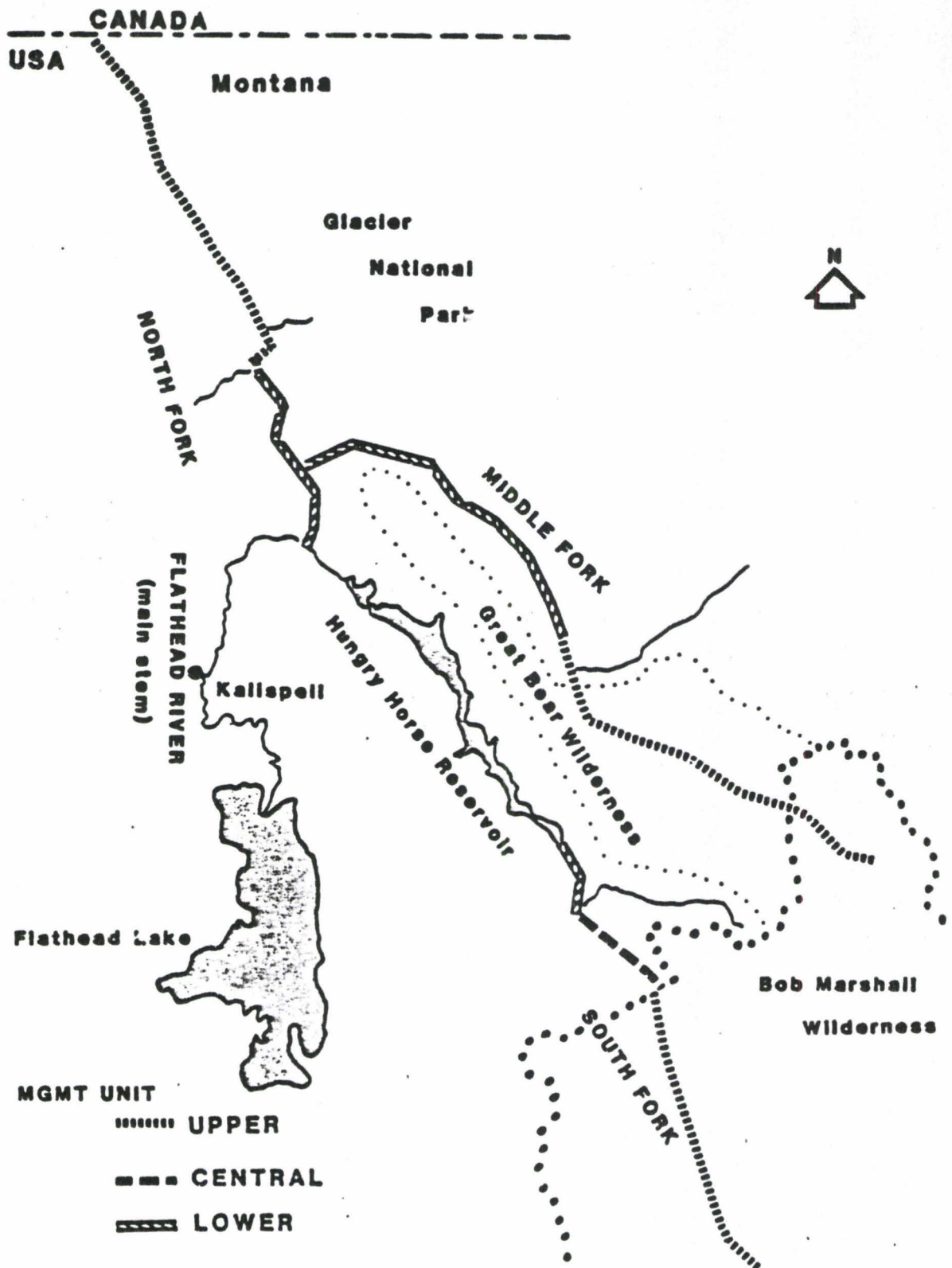
Skyline Outfit. Roland Cheek, Owner. Columbia Falls, Montana. Upper South Fork.

Spotted Bear Ranch. Jack Cole, Owner. Hungry Horse, Montana.  
Central and Lower South Fork.

Wilderness Ranch. Gene Lee, Owner. Big Fork, Montana. Upper South  
Fork.

Wilderness River Outfitters. Joe Tonsmeire, Owner. Salmon, Idaho.  
Upper South Fork and Upper Middle Fork.

# APPENDIX B RIVER MANAGEMENT UNITS





### APPENDIX C

Appendix C lists preferences of floaters for guidelines distributing use on each management unit of the Flathead Wild and Scenic River.

These preferences for distributing use have been taken from the University of Idaho Flathead River Study Report.

Appendix C: Preferences of floaters for guidelines distributing use on the  
Upper North Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=152)	78.3	17.1	4.6
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=150)	76.7	12.7	10.7
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=152)	75.0	11.8	13.2
Provide for trips on a first-come, first-served basis. (n=150)	66.7	23.3	10.0
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=151)	49.7	35.8	14.6
Let everyone go who wants to go. (n=149)	45.0	40.9	14.1
<u>Guidelines Disapproved</u>			
Give all users who value the experience highly better opportunities to participate. (n=148)	37.2	48.6	14.2
Give local users better opportunities to participate. (n=151)	35.1	49.7	15.2
Allow greater access to those owning land along or near the river. (n=101)	27.7	42.6	29.7
Give priority to individuals who have river running skills. (n=149)	24.2	62.4	13.4
Give priority to individuals who have not floated the river before. (n=152)	19.1	65.1	15.8
Provide an opportunity for business stability for outfitters. (n=150)	9.3	77.3	13.3

Appendix C: Preferences of floaters for guidelines distributing use on the Lower North Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=173)	76.9	10.4	12.7
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=173)	73.4	18.5	8.1
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=172)	71.5	16.9	11.6
Provide for trips on a first-come, first-served basis. (n=172)	54.7	30.2	15.1
Let everyone go who wants to go. (n=171)	52.0	32.2	15.8
Give local users better opportunities to participate. (n=171)	46.2	35.1	18.7
<u>Guidelines Disapproved</u>			
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=173)	42.8	48.6	8.7
Give all users who value the experience highly better opportunities to participate. (n=172)	34.9	48.8	16.3
Allow greater access to those owning land along or near the river. (n=95)	25.3	54.7	20.0
Give priority to individuals who have river running skills. (n=172)	24.4	59.9	15.7
Provide an opportunity for business stability for outfitters. (n=171)	13.3	62.4	24.3
Give priority to individuals who have not floated the river before. (n=171)	14.0	72.5	13.5

Appendix C: Preferences of floaters for guidelines distributing use on the  
Upper North Fork — Lower North Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=76)	82.9	10.5	6.6
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=76)	76.3	19.7	3.9
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=75)	70.7	25.3	4.0
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=76)	60.5	34.2	5.3
Provide for trips on a first-come, first-served basis. (n=76)	56.6	32.9	10.5
Give local users better opportunities to participate. (n=75)	46.7	37.3	16.0
<u>Guidelines Disapproved</u>			
Let everyone go who wants to go. (n=76)	44.7	47.4	7.9
Give all users who value the experience highly better opportunities to participate. (n=75)	32.0	41.3	26.7
Give priority to individuals who have river running skills. (n=76)	26.3	57.9	15.8
Allow greater access to those owning land along or near the river. (n=35)	22.9	54.3	22.9
Give priority to individuals who have not floated the river before. (n=75)	18.7	68.0	13.3
Provide an opportunity for business stability for outfitters. (n=76)	14.5	69.7	15.8



Appendix C: Preferences of floaters for guidelines distributing use on the Upper Middle Fork Management Unit

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=87)	85.1	12.6	2.3
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=87)	81.6	10.3	8.0
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=87)	79.3	17.2	3.4
Provide for trips on a first-come, first-served basis. (n=87)	64.4	25.3	10.3
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=88)	52.3	37.5	10.2
<u>Guidelines Disapproved</u>			
Give all users who value the experience highly better opportunities to participate. (n=87)	40.2	41.4	18.4
Let everyone go who wants to go. (n=86)	39.5	48.8	11.6
Give local users better opportunities to participate. (n=87)	39.1	43.7	17.2
Give priority to individuals who have river running skills. (n=89)	31.5	50.6	18.0
Allow greater access to those owning land along or near the river. (n=47)	25.5	42.6	31.9
Provide an opportunity for business stability for outfitters. (n=88)	17.0	60.2	22.7
Give priority to individuals who have not floated the river before. (n=89)	16.9	66.3	16.9

Appendix C: Preferences of floaters for guidelines distributing use on the Lower Middle Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=968)	83.3	9.7	7.0
Provide for trips on a first-come, first-served basis. (n=964)	64.8	21.0	14.2
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=966)	64.6	25.4	10.0
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=963)	62.3	23.7	14.0
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=964)	48.1	27.5	24.4
Give all users who value the experience highly better opportunities to participate. (n=961)	45.7	32.8	21.5
Provide an opportunity for business stability for outfitters. (n=954)	43.8	27.1	29.0
<u>Guidelines Disapproved</u>			
Let everyone go who wants to go. (n=960)	39.4	44.6	16.0
Give priority to individuals who have not floated the river before. (n=967)	29.9	49.8	10.3
Give local users better opportunities to participate. (n=963)	29.5	42.8	27.7
Give priority to individuals who have river running skills. (n=967)	29.5	51.2	19.3
Allow greater access to those owning land along or near the river. (n=447)	24.6	38.5	36.9

Appendix C: Preferences of floaters for guidelines distributing use on the  
Upper Middle Fork — Lower Middle Fork Management Unit.

Preference for each guideline

Guidelines Approved

	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=47)	78.7	8.5	12.8
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=47)	70.2	10.6	19.1
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=47)	66.0	25.5	8.5
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=47)	59.6	27.7	12.8
Provide for trips on a first-come, first-served basis. (n=47)	44.7	36.2	19.1

Guidelines Disapproved

Give local users better opportunities to participate. (n=47)	38.3	42.6	19.1
Give all users who value the experience highly better opportunities to participate. (n=46)	37.0	39.1	23.9
Give priority to individuals who have river running skills. (n=46)	37.0	52.2	10.9
Let everyone go who wants to go. (n=45)	28.9	55.6	15.6
Provide an opportunity for business stability for outfitters. (n=45)	24.4	46.7	28.9
Allow greater access to those owning land along or near the river. (n=35)	14.3	51.4	34.3
Give priority to individuals who have not floated the river before. (n=45)	13.3	77.8	8.9



Appendix C: Preferences of floaters for guidelines distributing use on the Upper South Fork Management Unit

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=41)	87.8	7.3	4.9
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=41)	87.8	9.8	2.4
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=41)	75.6	24.4	0
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=41)	73.2	14.6	12.2
Provide for trips on a first-come, first-served basis. (n=41)	58.5	36.6	4.9
Provide an opportunity for business stability for outfitters. (n=41)	48.8	36.6	14.6
Give all users who value the experience highly better opportunities to participate. (n=40)	45.0	35.0	20.0
<u>Guidelines Disapproved</u>			
Give local users better opportunities to participate. (n=41)	34.1	46.3	19.5
Give priority to individuals who have river running skills. (n=41)	29.3	56.1	14.6
Let everyone go who wants to go. (n=41)	29.3	63.4	7.3
Allow greater access to those owning land along or near the river. (n=26)	19.2	61.5	19.2
Give priority to individuals who have not floated the river before. (n=41)	12.2	70.7	17.1



Appendix C: Preferences of floaters for guidelines distributing use on the Central South Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=31)	80.6	12.9	6.5
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=33)	69.7	27.3	3.0
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=31)	64.5	32.3	3.2
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=32)	62.5	34.4	3.1
Provide an opportunity for business stability for outfitters. (n=33)	54.5	36.4	9.1
<u>Guidelines Disapproved</u>			
Let everyone go who wants to go. (n=32)	40.6	50.0	9.4
Provide for trips on a first-come, first-served basis. (n=33)	39.4	51.5	9.1
Give all users who value the experience highly better opportunities to participate. (n=32)	28.1	53.1	18.8
Give priority to individuals who have river running skills. (n=32)	25.0	53.1	21.9
Give priority to individuals who have not floated the river before. (n=32)	18.8	62.5	18.8
Give local users better opportunities to participate. (n=32)	15.6	65.6	18.8
Allow greater access to those owning land along or near the river. (n=24)	8.3	66.7	25.0

Appendix C: Preferences of floaters for guidelines distributing use on the  
Lower South Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=17)	82.4	11.8	5.9
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=18)	55.6	22.2	22.2
Give local users better opportunities to participate. (n=18)	55.6	33.3	11.1
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=18)	50.0	44.4	5.6
Provide for trips on a first-come, first-served basis. (n=17)	47.1	41.2	11.8
Give priority to individuals who have river running skills. (n=18)	44.4	33.3	22.2
Give all users who value the experience highly better opportunities to participate. (n=17)	41.2	41.2	17.6
<u>Guidelines Disapproved</u>			
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=17)	41.2	47.1	11.8
Provide an opportunity for business stability for outfitters. (n=18)	38.9	55.6	5.6
Let everyone go who wants to go. (n=18)	33.3	44.4	22.2
Allow greater access to those owning land along or near the river. (n=11)	27.3	45.5	27.3
Give priority to individuals who have not floated the river before. (n=18)	16.7	61.1	22.2

Appendix C: Preferences of floaters for guidelines distributing use on the  
Central South Fork — Lower South Fork Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=17)	82.4	17.6	0.0
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=17)	76.5	5.9	17.6
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=17)	70.6	23.5	5.9
Provide for trips on a first-come, first-served basis. (n=17)	52.9	29.4	17.6
Let everyone go who wants to go. (n=16)	43.8	43.8	12.5
<u>Guidelines Disapproved</u>			
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=16)	43.8	56.3	0.0
Give local users better opportunities to participate. (n=16)	31.3	56.3	12.5
Allow greater access to those owning land along or near the river. (n=13)	30.8	46.2	23.1
Provide an opportunity for business stability for outfitters. (n=16)	25.0	56.3	18.8
Give priority to individuals who have river running skills. (n=16)	18.8	62.5	18.8
Give all users who value the experience highly better opportunities to participate. (n=16)	18.8	75.0	6.3
Give priority to individuals who have not floated the river before. (n=16)	12.5	68.8	18.8

Appendix C: Preferences of floaters for guidelines distributing use on the North Fork-Main Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve** (%)	Disapprove (%)	No Opinion (%)
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=10)	100.0	0.0	0.0
Let everyone go who wants to go. (n=10)	90.0	0.0	10.0
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=10)	70.0	10.0	20.0
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=10)	60.0	30.0	10.0
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=10)	60.0	30.0	10.0
Give all users who value the experience highly better opportunities to participate. (n=10)	50.0	30.0	20.0
Provide for trips on a first-come, first-served basis. (n=21)	44.4	33.3	22.2
Allow greater access to those owning land along or near the river. (n=5)	40.0	0.0	60.0
Give local users better opportunities to participate. (n=10)	30.0	30.0	40.0
<u>Guidelines Disapproved</u>			
Give priority to individuals who have river running skills. (n=10)	30.0	60.0	10.0
Give priority to individuals who have not floated the river before. (n=10)	10.0	90.0	0.0
Provide an opportunity for business stability for outfitters. (n=10)	0.0	80.0	20.0



Appendix C: Preferences of floaters for guidelines distributing use on the Middle Fork-Main Management Unit.

<u>Guidelines Approved</u>	<u>Preference for each guideline</u>		
	Approve (%)	Disapprove (%)	No Opinion (%)
Avoid encouraging use by limiting Park or Forest Service advertising and promotion. (n=19)	78.9	5.3	15.8
Should be the same for all users regardless of whether they float the river on their own or with outfitters. (n=21)	71.4	19.0	9.5
Impacts to vegetation, wildlife and other resources should be considered above all else. (n=20)	70.0	15.0	15.0
Give local users better opportunities to participate. (n=21)	52.4	23.8	23.8
Provide for trips on a first-come, first-served basis. (n=21)	47.6	42.9	9.5
Let everyone go who wants to go. (n=21)	42.9	28.6	28.6
Give priority to individuals who have river running skills. (n=21)	33.3	33.3	33.3
<u>Guidelines Disapproved</u>			
Give all users who value the experience highly better opportunities to participate. (n=21)	42.9	52.4	4.8
Allow greater access to those owning land along or near the river. (n=16)	25.0	43.8	31.3
Provide for trips by advanced registration so that people would be assured of getting a trip before they left home. (n=21)	23.8	52.4	23.8
Give priority to individuals who have not floated the river before. (n=20)	10.0	75.0	15.0
Provide an opportunity for business stability for outfitters. (n=21)	9.5	57.1	33.3

#### APPENDIX D

Appendix D lists preferences of outfitted and nonoutfitted floaters for guidelines distributing use on the Flathead Wild and Scenic River. These preferences for distributing use have been taken from the University of Idaho Flathead River Study Report.

Appendix D: Preference of outfitted and non-outfitted public for guidelines distributing use on the Flathead River System.

Outfitted Public Preference for Guidelines

Guidelines Approved

Impacts to vegetation, wildlife and other resources should be considered above all else (84.8%).

Provide for trips by advanced registration so that people would be assured of getting a trip before they left home (68.2%).

Provide for trips on a first-come, first-served basis (65.1%).

Should be the same for all users regardless of whether they float the river on their own or with outfitters (62.2%).

Provide an opportunity for business stability for outfitters (49.4%).

Give all users who value the experience highly better opportunities to participate (46.7%).

Avoid encouraging use by limiting Park or Forest Service advertising and promotion (46.3%).

Guidelines Disapproved

Give priority to individuals who have river-running skills (51.1%).

Let everyone go who wants to go (49.5%).

Give priority to individuals that have not floated the river before (47.9%).

Give local users better opportunities to float (44.4%).

Allow greater access to those owning land along or near the river (38.3%).

Non-outfitted Public Preference for Guidelines

Guidelines Approved

Should be the same for all users regardless of whether they float the river on their own or with an outfitter (77.2%).

Avoid encouraging use by limiting Park or Forest Service advertising and promotion (75.0%).

Impacts to vegetation, wildlife and other resources should be considered above all else (74.9%).

Provide for trips on a first-come, first-served basis (57.6%).

Let everyone go who wants to go (49.8%).

Provide for trips by advanced registration so that people would be assured of getting a trip before they left home (46.6%).

Give local users better opportunities to float (41.4%).

Guidelines Disapproved

Give priority to individuals who have not floated the river before (68.8%).

Provide an opportunity for business stability for outfitters (64.2%).

Give priority to individuals who have river-running skills (56.5%).

Allow greater access to those owning land along or near the river (48.1%).

Give all users who value the experience highly better opportunities to participate (44.2%).